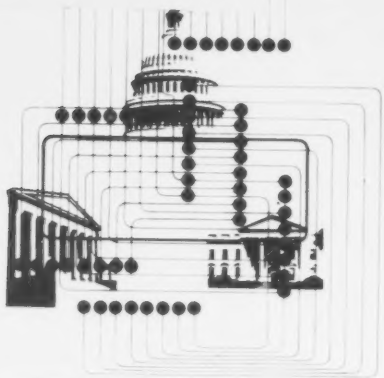
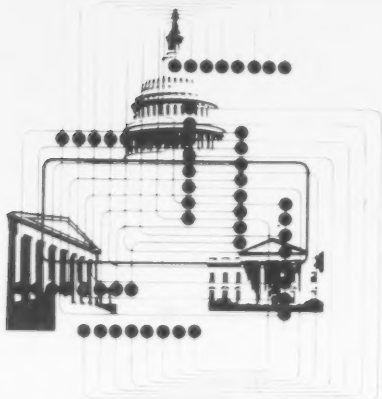


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A GUIDE TO

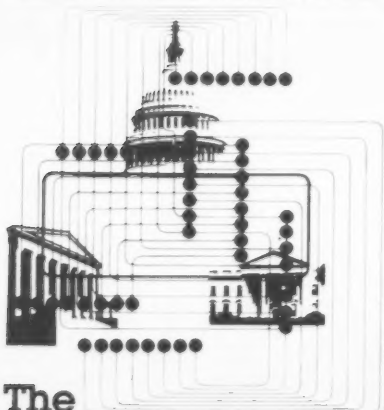
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Management

Office of
Training and
Development

XDG 3700 11-85

PM 1.8:

The Government Executive Institute

The Government Executive Institute provides training on legislative and governmental operations and public policy. It is organized as part of the Office of Training and Development of the U.S. Office of Personnel Management.

Curriculum Objectives

To help meet the statutory requirements for executive development, courses offered by the Government Executive Institute are designed to meet developmental needs of current and future executives and managers in the following areas:

- Social, political and economic forces affecting agency programs
- Government policies, organizations, missions, and operations
- Public policies relevant to agency programs
- Clarifying national needs and priorities in a specific program area
- Meeting national needs and priorities in a specific program area
- Effectively representing the agency to other agencies, client groups, media, and the public.

Seminars for support staff personnel who assist executives and managers in their relationships with Congress are also offered.

For further information, contact—

The Government Executive Institute
U.S. Office of Personnel Management
P.O. Box 988
Washington, D.C. 20044
(202) 632-5662

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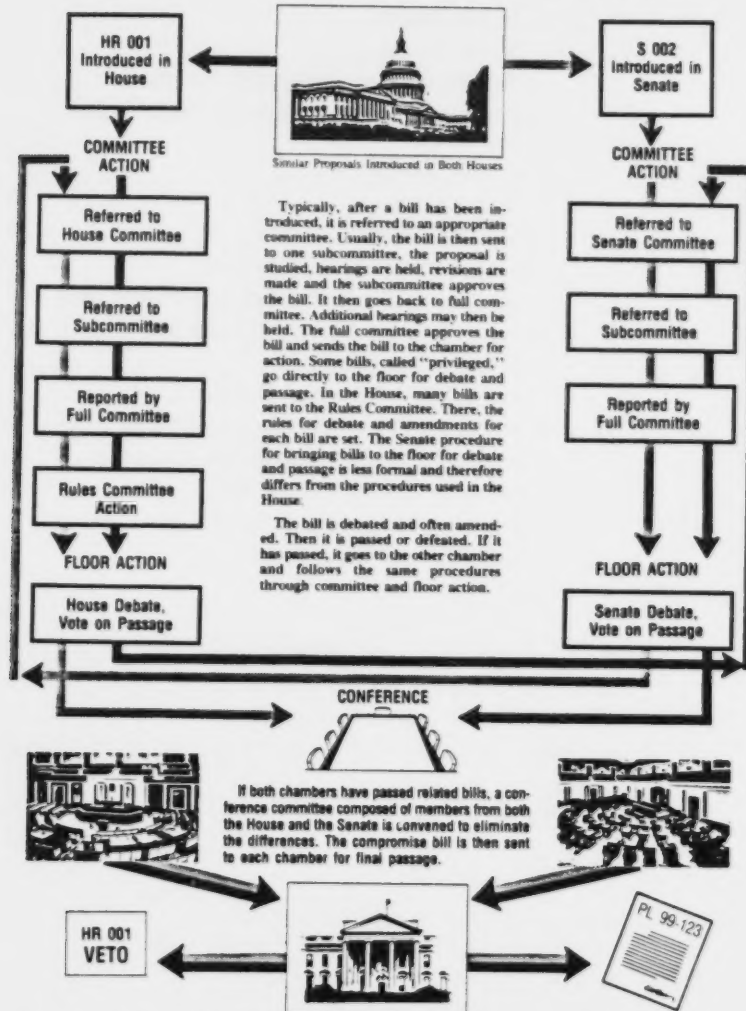
U.S. Office of Personnel Management
Government Executive Institute
Office of Training and Development
Washington, D.C.

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The Legislative Process

How a Bill Becomes Law



The 99th Congress—Leadership Offices

U.S. Senate

Republicans

Vice President George Bush
President Pro Tempore Strom Thurmond (R-SC)
Majority Leader Robert Dole (R-KS)
Majority Whip Alan K. Simpson (R-WY)

Democrats

Minority Leader Robert C. Byrd (D-WV)
Minority Whip Alan Cranston (D-CA)

U.S. House of Representatives

Democrats

Speaker Thomas P. O'Neill, Jr. (D-MA)
Majority Leader James C. Wright, Jr. (D-TX)
Majority Whip Thomas S. Foley (D-WA)

Republicans

Minority Leader Robert H. Michel (R-IL)
Minority Whip Trent Lott (R-MS)

Finding Out About the Status of Pending Legislation, Congressional Committee Hearings and Floor Action

General Sources

- The Bill Status Office provides legislative status information on all bills and resolutions before the Congress. The Office is located in Room 696, House Annex No. 2, 2nd and D Streets, S.W., phone 225-1772.
- **Today in Congress** is a column which appears daily in the *Washington Post* when Congress is in session. It provides a listing of the day's committee hearings, their location and the time the House and Senate will convene.
- U.S. Capitol Telephone Information Number: 224-3121.

In the Senate

Senate Democratic Cloakroom: Recorded messages describe Senate floor action 224-8541
Senate Republican Cloakroom: Recorded messages describe Senate floor action 224-8601
Senate Documents Room: Distributes Senate bills, reports, public laws, and documents. Committee-produced bills should be obtained from the Committees themselves. B4 Hart Senate Office Building, 224-7860.

- Democratic Cloakroom—224-4691
 - Republican Cloakroom—224-6191
 - Majority Whip—224-2708
 - Minority Whip—224-2158
 - Secretary—224-2115
 - Daily Digest provides information on chamber action and committee meetings 224-2658.
 - Senate Executive Clerk, S227 U.S. Capitol, 224-4341. When Congress is in session, this Office handles all information and materials related to treaties submitted to the Senate for ratification. When Congress is not in session, check with the Senate Documents Room.
- Note:** One of the best sources of limited numbers of Congressional publications is your Member of Congress. His or her office usually can provide you with copies of recent publications if you know specifically what documents you want.

In the House

- House Democratic Cloakroom: Recorded Messages
House Floor Action—225-7400
Legislative Program—225-1600
- House Republican Cloakroom: Recorded Messages
House Floor Action—225-7430
Legislative Program—225-2020
- House Documents Room: H226 U.S. Capitol, 225-3456. Distributes House bills, reports, public laws, and documents. Committee-produced materials should be obtained from the Committees themselves.
- Democratic Cloakroom—225-7330
- Republican Cloakroom—225-7350
- Majority Whip—225-5604
- Minority Whip—225-0917
- Clerk—225-7000

Other Sources of Legislative Information*

- The Government Printing Office (GPO) distributes and sells all congressional publications which are available to the public. The GPO publishes a monthly catalog, **Selected U.S. Government Publications**, which may be ordered by mail or by phone. GPO is located at 710 North Capitol Street, N.W., phone 275-3030. Mailing address:

Superintendent of Documents, Government Printing Office, Washington, D.C. 20402.

• **Congressional Quarterly Weekly Report** and **Congress Daily** are publications of Congressional Quarterly, Inc. Both provide current information and, in the case of the former, analysis of congressional activities. The publications are available from Congressional Quarterly, 1414 22nd Street, N.W., Washington, D.C. 20037; (202) 887-8515.

• **Congressional Staff Directory** lists names, assignments, addresses, telephone numbers and biographical information of congressional staff members. It is available from Congressional Staff Directory, P.O. Box 62, Mount Vernon, VA 22121; (703) 765-3400.

• **CCH Congressional Index** is a cumulative digest of legislation currently under consideration by Congress. It is available from Commerce Clearing House, Inc., Suite 1100, 1301 Pennsylvania Ave., N.W., Washington, D.C. 20004; (202) 626-2200.

*References on Congress abound. These are only a few examples of relevant material.

Keeping Up-To-The-Minute on Senate and House Floor Action:

U.S. Senate

LEGISLATIVE BELLS AND SIGNAL LIGHTS

One long ring at hour of convening—1 red light to remain lighted at all times while Senate is in actual session.

- 1 ring: Yeas and Nays
- 2 rings: Quorum Call
- 3 rings: Call of Absentees
- 4 rings: Adjournment of Recess
- 5 rings: Seven and a half minutes remaining on Yea and Nay vote
- 6 rings: Morning business concluded

Where lights exist, they will correspond with rings.

U.S. House of Representatives

- 1 ring and light: . . . Tellers (not a recorded vote)
- 1 long ring and light (pause followed by 3 rings and lights): . . . Signals the start or continuation of a notice quorum call.
- 1 long ring and light: . . . Termination of a notice of quorum call.
- 2 rings and lights: . . . Electronically recorded vote.

- 2 rings and lights (pause followed by 2 rings and lights) . . . Manual roll call vote (The rings will be sounded again when the clerk reaches the R's)
- 2 rings and lights (pause followed by 5 bells) . . . First vote under Suspension of Rules or on clustered votes (2 rings will be rung 5 minutes later) . . . The first vote will take 15 minutes with successive votes at intervals of not less than 5 minutes. Each succession vote signaled by 5 rings.
- 3 rings and lights . . . Quorum call (either initially or after a notice of quorum has been converted or to a regular quorum.) The rings are repeated 5 minutes after the first ring.
- 3 rings and lights (pause followed by 3 rings and lights) . . . Manual Quorum Call (The rings will be sounded again when the clerk reaches the R's.)
- 3 rings and lights (pause followed by 5 rings) . . . Quorum call in Committee of Whole, which may be followed by 5-minute recorded vote
- 4 rings and lights . . . Adjournment of the House.
- 5 rings and lights . . . Five minute electronically recorded vote.
- 6 rings and lights . . . Recess of the House.

Executive Budget Process

Spring before Budget

Submittal OMB examiners evaluate programs, identify budget issues, and submit initial ideas.
Director of OMB, Secretary of the Treasury, and the Chairman of Economic Advisors recommend initial overall budget guidelines.

Summer before Budget

Submittal President establishes general budget and fiscal policy guidelines.
Agencies prepare their budget proposals.

Fall before Budget Submittal . .

OMB examiners review the agency budget proposals.

December through Beginning of January

President makes final budget adjustments.

15th Day after Congress Meets .

President submits his budget to Congress.

Congressional Budget Process

November 10	President submits current services budget.
15th Day after Congress Meets	President submits his budget.
March 15	Committees and joint committees submit report to budget committees.
April 1	Congressional Budget Office submits report to budget committees.
April 15	Budget committees report first Concurrent Resolution on the Budget to the House.
May 15	Committees report bills and resolutions authorizing new budget activity. Congress completes action on first Concurrent Resolution on the Budget.
7th Day After Labor Day	Congress completes action on bills and resolutions providing new budget authority.
September 15	Congress completes action on second required Concurrent Resolution on the Budget.
October 1	Fiscal year begins.

The Role of a Congressional Committee Staff

The tasks of committee staff in Congress vary from committee to committee. Some staff are assigned to subcommittees and others work at the full committee level. Usually, Republican committee staff are organized separately from Democratic staff.

This list of tasks reflects the range of responsibilities given to the eleven professional staff on the Committee on Education and Labor, U.S. House of Representatives.

- Prepare background for and attend subcommittee and full committee hearings.
- Prepare summary of every hearing for all Minority members and follow-up with witnesses for additional information.
- Draft legislation and amendments to legislation during the various stages of the legislative process.

- Prepare reports for Members on pending legislation, status of bills, daily summary of committee-related items in **Congressional Record** and executive committee minutes.
- Maintain communications with executive departments on their legislative proposals, rules, regulations and guidelines.
- Monitor administration and impact of Federal programs coming within the committee's jurisdiction through briefings, phone contacts, field visits, correspondence and office visits from those affected.
- Maintain committee administrative records (hearings, transcripts, budget, travel and legislative history of bills).
- Develop and maintain contacts with experts around the country to gather information, get reactions to pending legislation, and seek ideas for new legislation.
- Meet with Washington-based lobbyists and education and labor leaders who visit Capitol Hill.
- Attend professional conferences, seminars, executive agency briefings and association meetings.
- Answer approximately 700 calls per week from Members' offices about legislation within the Committee's jurisdiction and another 250 calls from other than Members' offices.
- Draft approximately 60 letters or memoranda per week in response to requests for assistance from Members' offices.
- Review current journals, news items, research reports, GAO studies, legislative analyses, agency program evaluations and association bulletins.
- Arrange and conduct briefings for Members, legislative assistants and interest groups.
- Prepare press releases, arrange news conferences, respond to requests for information from media representatives.
- Speak before national conferences, Washington seminars, visiting school children, interest groups, college students, and other groups.
- Serve on task forces, commissions, advisory groups, and others.
- Coordinate the development of data and statistics to support legislative proposals.
- Maintain liaison with majority staff and other staff offices in both the House and Senate.
- Assist Members with speeches, articles, constituent problems, radio and television programs.

Finding Your Way Around Capitol Hill

Senate Office Buildings:

HSOB Hart Senate Office Building, Corner of Constitution Ave. and 2nd St., NE. (Room numbers have three digits, first digit is floor number)
DSOB Dirksen Senate Office Building, Constitution Ave. and 1st St., NE.
RSOB Russell Senate Office Building, Constitution Ave. and Delaware Ave., NE.

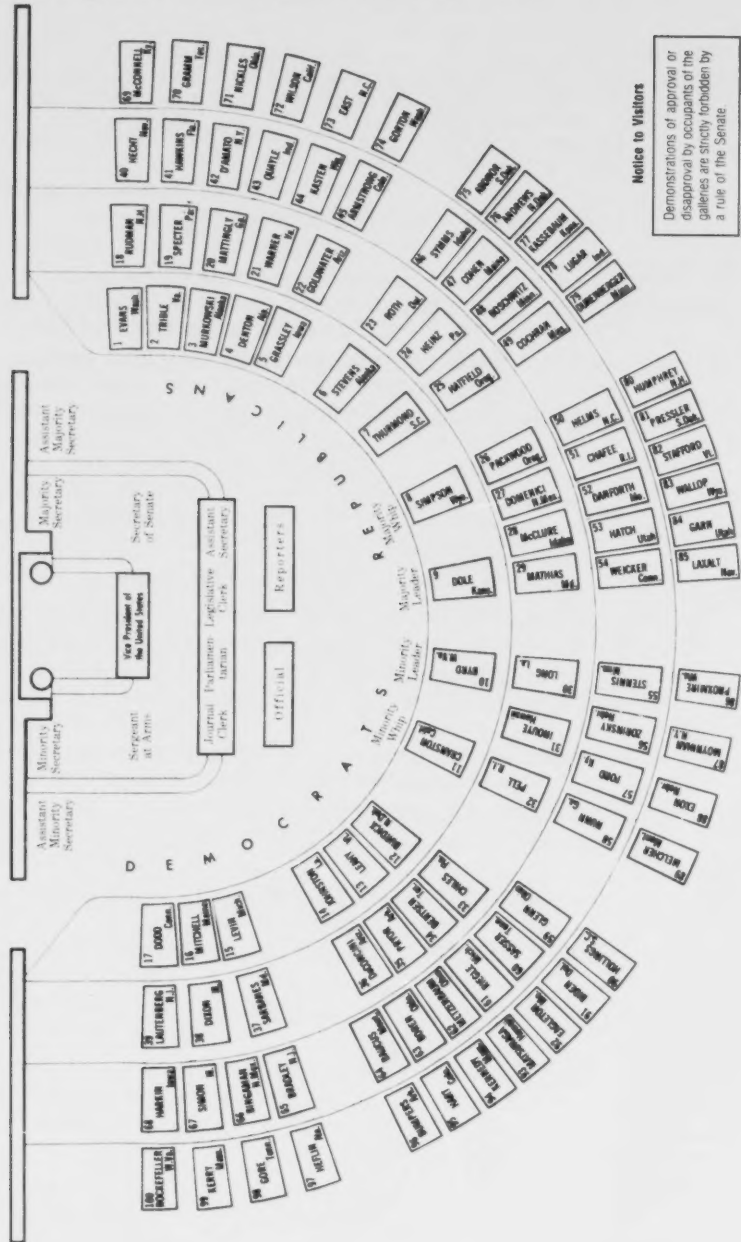
House Office Buildings:

CHOB Cannon House Office Building, Independence Ave. and 1st St., SE. (Room numbers have three digits, first digit is floor number)
LHOB Longworth House Office Building, Independence Ave. and New Jersey Ave., SE. (Room numbers have four digits, second digit is floor number)
RHOB Rayburn House Office Building, Independence Ave. between 1st St. S.W., and South Capitol Street, S.W. (Room numbers have four digits, second digit is floor number)
ANNEX 1 300 New Jersey Avenue, S.E.
ANNEX 2 Second and D Streets, S.E.

Members' names, locations and phone numbers are posted on charts near all elevators.

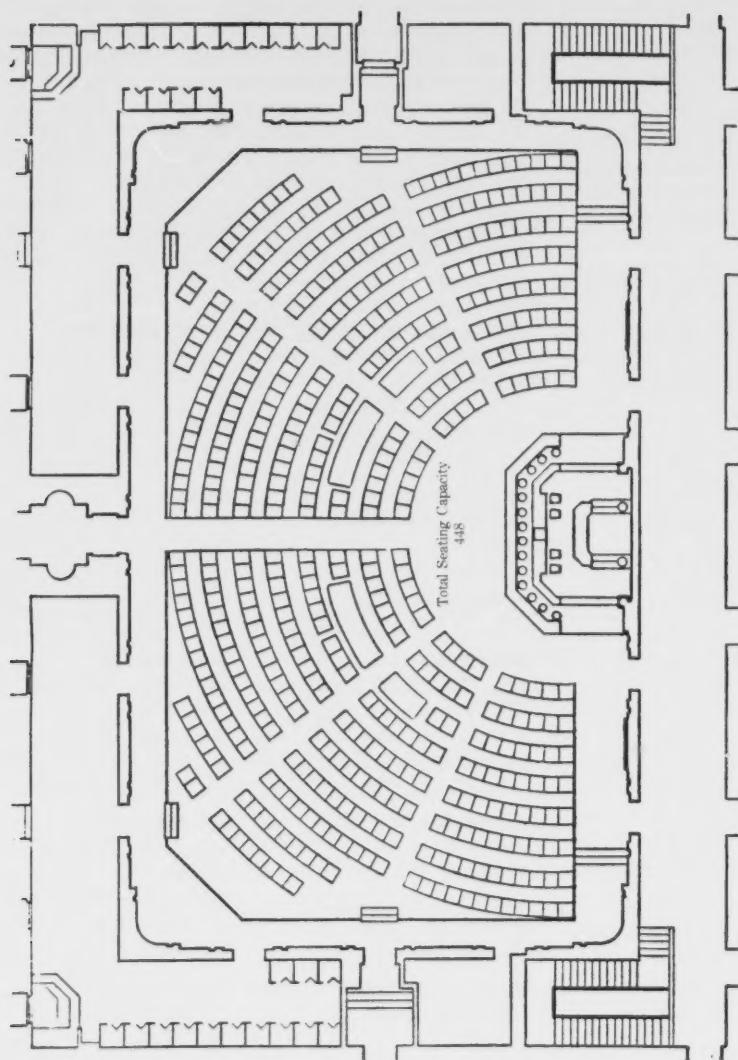
Observing Floor Action in the Senate

Diagram of Senate Chamber



Observing Floor Action in the House

Diagram of House Chamber



Places to Eat on Capitol Hill

Cafeterias

Cafeterias are located in the basements of the Rayburn, Longworth and Dirksen Office Buildings. They are open to the public except during the noon rush hours, 11:30–1:30 p.m., when they are closed except to staff and Members. The Supreme Court, on First Street directly across from the Capitol, has both a cafeteria and a snack bar which are open to the public. You may ask the guards at the building for specific directions. The cafeteria on the top floor of the Library of Congress—Madison Building—and the Department of Labor cafeteria on the sixth floor of the Labor Building are both open to the public from 7:00 a.m.—3:00 p.m.

Restaurants

The American Cafe

227 Mass. Ave., N.E.
547-8500
11:00 a.m.—1:00 a.m.
American, \$4.00—\$14.00
AE, Ch, MC, V

Bullfeathers

410 1st Street, S.E.
543-5005
11:30 a.m.—2:00 a.m.
American, \$3.95—\$14.95
AE, CB, Ch, DC, MC, V

Dubliner

520 N. Capitol St., N.W.
737-3776
11:30 a.m.—2:00 a.m.
Irish-American, \$7.95—\$15.95
AE, DC, MC, V

Monocle

107 D St., N.E.
546-4488
11:30 a.m.—Midnight
American, \$11.95—\$17.95
AE, CB, DC, MC, V

Park Promenade (Hyatt)

400 New Jersey Ave. N.W.
737-1234
6:30 a.m.—Midnight
American, \$4.35—\$16.00
AE, DC, MC, V

Hawk and Dove

329 Penn. Ave., S.E.
543-3300
10:00 a.m.—2:00 a.m.
American, \$4.25—\$10.50
AE, CB, Ch, DC, MC, V

Hunan

201 D Street, N.E.
544-0102
11:30 a.m.—10:30 p.m.
Chinese, \$4.00—\$9.00
AE, Ch, MC, V

Jenkins Hill

223 Penn. Ave., S.E.
544-6600
11:30 a.m.—2:00 a.m.
American, \$5.95—\$12.95
AE, Ch, DC, MC, V

Mr. Henry's

601 Penn. Ave., S.E.
546-8412
11:30 a.m.—2:00 a.m.
American, \$3.10—\$6.25
Ch, MC, V

Toscamini

313 Penn. Ave., S.E.
544-2338
11:00 a.m.—Midnight
Italian, \$5.95—\$12.95
AE, CB, DC, MC, V

Finding Your Way Around Washington

The City

The District of Columbia is divided into four quadrants (or quarters) with the Capitol at the center. The four quadrants are identified as (1) Northwest (NW), (2) Northeast (NE), (3) Southwest (SW), and (4) Southeast (SE). When you are trying to find an address, be sure to note what quadrant it is in.

Taxicabs

Fares for all city cabs are determined by a zone/quadrant system. That is, the number of zones or quadrants one enters will determine the cost of the trip. Thus, it is possible to determine the cost of your trip in advance. Suburban cabs use meters to determine fares.

The easiest way to get a cab in Washington is simply to hail it from the sidewalk. A few hotels and transportation terminals also have stands where cabs line up and wait for riders. Listed below are the D.C. cab companies and their phone numbers.

Capitol Cab	546-2400
Barwood Cab	829-4222
Diamond Cab	387-6200
Red Top Cab (Arlington)	522-3333
T-A-X-I-C-A-B	829-4222
Coastline-Interstate Cab Service	462-7300

The Metro Subway System

Washington's subway is referred to as "The Metro." Dark brown pylons with a large, white "M" indicate station entrances. The two Metro stations closest to the Capitol are the Capititol South Station on the Blue/Orange Line and Union Station on the Red Line.

Fares for the Metro differ according to the distances traveled and the time of day (i.e., rush hour fares cost more than non-rush hour fares). One can easily determine his/her fare by referring to the route/fare maps posted at all Metro stations.

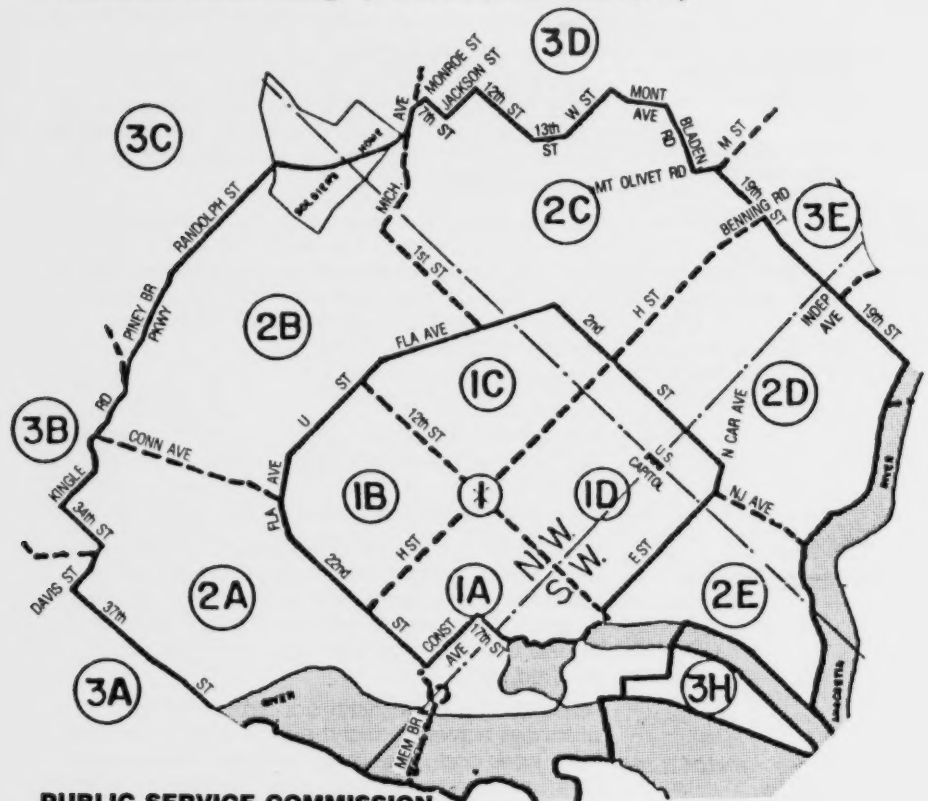
The Metro system is perhaps the most convenient, relatively hassle-free mode of traveling about the city and is highly recommended. Trains operate from 6 a.m. to midnight during the week, 8 a.m. to midnight on Saturdays and 10 a.m. to 6 p.m. on Sundays.

The Metrobus System

The Washington bus system is referred to as "The Metrobus." Because there are over 400 city and

suburban bus routes, it is impossible to list them in this brochure. Schedule and route information, however, can be obtained by calling 637-2437, but be forewarned that it is extremely difficult getting through on this number.

Taxicab Zone Map (District of Columbia)



PUBLIC SERVICE COMMISSION

Type of Trip Single Passenger/Shared Riding Rate Per Passenger

1 Zone	\$2.10
2 Zone	3.00
3 Zone	3.90
4 Zone	4.75
5 Zone	5.50

Group Rate:

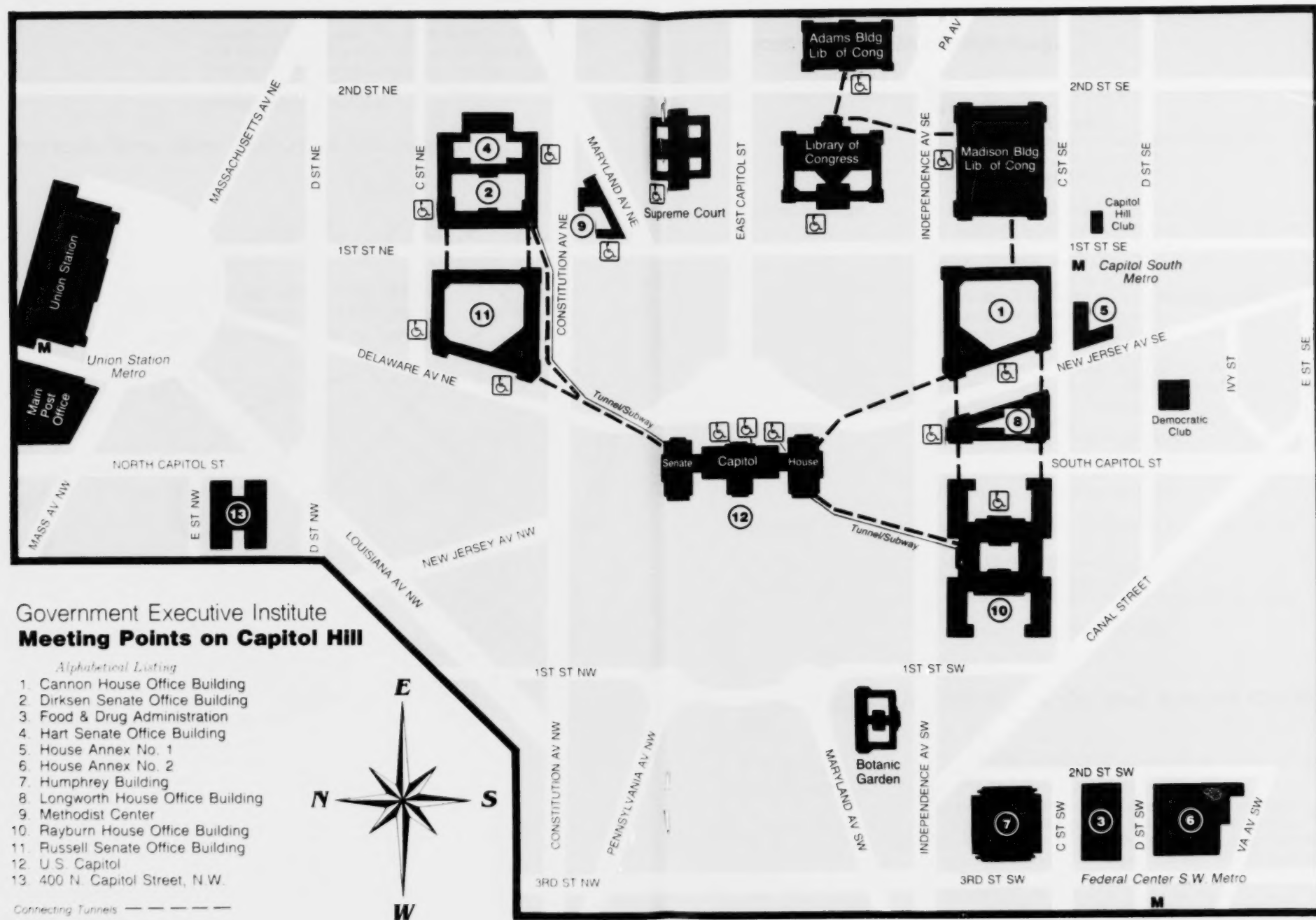
\$1.25 extra for each additional passenger after first passenger in group.

Evening Rush Hour (4:00 to 6:30 p.m.)

Surcharge—\$1.00 per trip

Fare Inquiries. Call 727-5401

NOTE: This page can be removed
(at staples) to facilitate use of the MAP
printed on the inside (turn page).



Tours of the Historic Buildings

U.S. Capitol

Hours: 9:00 a.m. to 3:45 p.m., leaving every ¼-hour
Length: 40 minutes
Maximum Group Size: 55
Reservations: **No** advanced reservations or
arrangements are accepted.
Information: Telephone 225-6827

Supreme Court

Hours: Lectures from 9:30 a.m.-3:30 p.m. hourly on
the half hour; call for times when Court is in ses-
sion (usually 10:00 a.m.-12 p.m./1:00 p.m.-3:00 p.m.)
Length: 20 minutes
Maximum Group Size: 200
Reservations: **No** advanced reservations or
arrangements are accepted.
Information: Telephone 479-3499

Library of Congress

Hours: 9:00 a.m. to 4:00 p.m. on the hour
Slide show at 15 minutes before the hour (18
minutes in length)
Length: 50 minutes
Maximum Group Size: Approx. 50
Reservations: Prior reservations for large groups
are accepted.
Information: Telephone 287-5220

Archives

Hours: 2 tours daily, leaving at 10:15 a.m. and 1:15
p.m.
Length: 75-90 minutes
Maximum Group Size: 35
Reservations: 2 weeks' notice required for large
groups
Information: Telephone 523-3183

Handicapped Access Routes On and Around Capitol Hill

If You Are Handicapped...

... you may need to know alternate routes to use
as you move about Capitol Hill.

All street intersections on Capitol Hill have low,
ramp-like curbs and all buildings have facilities to
accommodate the handicapped. Building guards
know the location of these facilities which include
ramps, special elevators, telephones and
restrooms.

The U.S. Capitol

The  symbol on the map in the center of this Guide indicates those entrances where access ramps or other arrangements have been constructed to accommodate the needs of people in wheelchairs.

Access to the Capitol: To enter or leave the U.S. Capitol building, you can choose one of three routes. The first route is under the center stairway, the other two are at either end of the building. The ramps at either end appear to pose a problem because they lead to revolving doors. However, the doors can swing to the sides. Those in wheelchairs can use any of the Capitol elevators. The guards at each entrance will direct you to the elevator closest to your destination.

The Subway and Tunnels to the Senate Office Buildings: Ask a Capitol guard to direct you to the elevators which go to the subway and tunnels leading to the Senate office buildings. Riding the subway may prove difficult for those confined to wheelchairs. However, the tunnels are easy to traverse and lead to each of the three Senate buildings.

The Subway and Tunnels to the House Office Buildings: The subway on the House side of the Hill runs only to the Rayburn Building. Like its counterpart on the Senate Side, the subway from the Capitol to the Rayburn Building may be difficult to board if you are confined to a wheelchair. However, as is the case on the Senate side, each of the House office buildings is accessible by tunnel from the Capitol. Ask a Capitol guard to direct you to the elevators on the House side of the Capitol which will take you to the tunnel to either the Rayburn and Longworth Buildings or to the Cannon Building. You will need to get to the B level and from there, down the ramp and via the freight elevators, to the tunnel.

The Senate Office Buildings

The Hart Building: The Hart Building may be accessed by using the ramp at the front of the building, on Constitution Avenue. There is no ramp on the "C" Street, NE side of the building. Corridors, doors and elevators have been constructed to fit the needs of those in wheelchairs. All restrooms are accessible to the handicapped. The Hart Building and the Dirksen Building are contiguous on each floor, so that those in wheelchairs can pass conveniently from one floor to another.

The Dirksen Building: On the ground level, access to the Dirksen is on the "C" Street, NE. side of the building. Elevators are small but will accommodate wheelchairs. Restrooms on the first and fourth floors are accessible.

The Russell Building: A ramp is located on the Delaware Avenue side of the building. Some restrooms are equipped for the handicapped. Ask the guards for their locations.

The House Office Buildings

The Rayburn Building: The "Horseshoe Entrance" on South Capitol Street has an access ramp from the driveway to the promenade in front of the doors to the building. You may also gain access to the building from the garage; several entrances to the building from the garage have ramps. To get to the tunnel to the Capitol, take the elevators on the east side of the building to the G3 level. To get to the tunnel leading to the Longworth and Cannon Buildings, take the elevator to the SB level and look for signs leading to the tunnel. The Longworth Building has first-floor access at Independence Avenue. The tunnel to the Cannon Building is on the B level.

The Cannon Building: This building has ramp access at the New Jersey Avenue entrance. The revolving doors can be pushed to one side to allow for wheelchair access. There is a garage entrance which one can also use, if necessary.

Elsewhere on The Hill

The Methodist Center has an access ramp in front of the building on First Street, NE.

The Library of Congress (Jefferson Building): There is a ramp under the front stairway, on First Street, SE.

Adams Building: There is an access ramp in the front of the building, on Second Street, SE.

The Madison Building: This is the most accessible building on Capitol Hill. There is a large ramp at the front of the building, on Independence Avenue. The garage entrance may also be used to enter the building.

The three Library of Congress buildings are interconnected by tunnels. The Madison Building is connected to the Cannon Building.

The Supreme Court: Use the side door on First Street, NE. Once inside, use the elevator to get to the first floor.

Glossary of Legislative Terms*

Adjournment sine die—This is used to connote the final adjournment of a session of Congress. A session can continue until noon, Jan. 3 of the following year, when a new session usually begins. There is also adjournment to a day certain. By motion or unanimous consent, the House or Senate fixes the next time of meeting. Neither house can adjourn for more than three days without the concurrence of the other. A session of Congress is not ended by adjournment to a day certain.

Appeal—A senator's challenge of a ruling or decision made by the presiding officer of the Senate. The senator appeals to members of the chamber to override the decision. If carried by a majority vote, the appeal nullifies the chair's ruling. In the House the decision of the Speaker traditionally has been final. To appeal a ruling would be considered an attack on the Speaker. Rarely are such appeals successful.

Appropriation Bill—Grants the actual monies approved by authorization bills, but not necessarily to the total permissible under the authorization bill. An appropriation bill originates in the House, and normally is not acted on until its authorization measure is enacted. General appropriations bills are supposed to be enacted by the seventh day after Labor Day before the start of the fiscal year to which they apply, but this does not always happen. In addition to general appropriations bills, there are two specialized types (See **Continuing and Supplemental**.)

Authorization Bill—Authorizes a program, specifies its general aim and conduct, and unless "open-ended," puts a ceiling on monies that can be used to finance it. Usually enacted before an appropriation bill is passed.

Bills—Most legislative proposals before Congress are in the form of bills, and are designated as HR (House of Representatives) or S (Senate) according to the house in which they originate and by a number assigned in the order in which they were introduced, from the beginning of each two-year congressional term. "Public bills" deal with general questions, and become Public Laws if approved by Congress and signed by the president. "Private Bills" deal with individual matters such as claims against the government, immigration and naturalization cases, land titles, etc., and become Private Laws if approved and signed.

Calendar—An agenda or list of pending business before

*The Glossary is reprinted, with permission, from **Congressional Procedures and the Policy Process** by Walter J. Oleszek. Congressional Quarterly Press, 1978.

committees or either chamber. The House uses five legislative calendars. (See **Consent, Discharge, House, Private and Union Calendars.**)

In the Senate, all legislative matters reported from committee go on a single calendar. They are listed ther in order, but may be called up irregularly by the majority leader either by a motion to do so, or by obtaining the unanimous consent of the Senate. Frequently the minority leader is consulted to ensure unanimous consent. Only cloture can limit debate on bills thus called up (See **Call of the Calendar.**)

The Senate also uses an executive calendar, for treaties, etc.

Calendar Wednesday—In the House on Wednesdays, committees may be called in the order in which they appear in Rule X of the House Manual, for the purpose of bringing up any of their bills from the House or the Union Calendars, except bills which are privileged. General debate is limited to two hours. Bills called up from the Union Calendar are considered in Committee of the Whole. Calendar Wednesday is not observed during the last two weeks of a session, and may be dispensed with at other times—by a two-thirds vote. It usually is dispensed with.

Call of the Calendar—Senate bills which are not brought up for debate by a motion or a unanimous consent agreement are brought before the Senate for action when the calendar listing in order is "called." Bills considered in this fashion are usually noncontroversial, and debate is limited to five minutes for each senator on a bill or on amendments to it.

Clean Bill—Frequently after a committee has finished a major revision of a bill, one of the committee members, usually the chairman, will assemble the changes plus what is left of the original bill into a new measure and introduce it as a "clean bill." The new measure, which carries a new number, is then sent to the floor for consideration. This often is a timesaver, as committee-recommended changes do not have to be considered one at a time by the chamber.

Clerk of the House—Chief administrative officer of the House of Representatives with duties corresponding to those of the secretary of the Senate. (See **Secretary of the Senate.**)

Cloture—The process by which debate can be limited in the Senate, other than by unanimous consent. A motion for cloture can apply to any measure before the Senate, including a proposal to change the chamber's rules. It is put to a roll-call vote one hour after the Senate meets on the second day following introduction of the motion. If voted, cloture limits each to one hour of debate.

Committee of the Whole—The working title of what is formally "The Committee of the Whole House (of Representatives)

on the State of the Union." Unlike other committees, it has no fixed membership. It is comprised of any 100 or more House members who participate—on the floor of the chamber—in debating or amending legislation before the body. Such measures, however, must first have passed through the regular committees and be on the calendar.

When the full House resolves itself into the Committee of the Whole, it supplants the Speaker with a "chairman." The measure is debated or amended, with recorded votes as needed. When the committee completes its action on the measure, it dissolves itself by "rising." The Speaker returns, and the full House hears the erstwhile chairman of the committee report that group's recommendations. The full house then acts upon them.

Concurrent Resolution—A concurrent resolution, designated H Con Res or S Con Res, must be passed by both houses but does not require the signature of the president and does not have the force of law. Concurrent resolutions generally are used to make or amend rules applicable to both houses or to express the sentiment of the two houses. A concurrent resolution, for example, is used to make or amend rules applicable to both houses or to express the sentiment of the two houses. A concurrent resolution, for example, is used to fix the time for adjournment of a Congress. It might also be used to convey the congratulations of Congress to another country on the anniversary of its independence.

Conference—A meeting between the representatives of the House and Senate to reconcile differences between the two houses over provisions of a bill. Members of the conference committee are appointed by the Speaker and president of the Senate and are called "managers" for their respective chambers.

Consent Calendar—Members of the House may place on this calendar any bill on the Union or House Calendar which is considered to be noncontroversial. Bills on the Consent Calendar are normally called on the first and third Mondays of each month. On the first occasion when a bill is called in this manner, consideration may be blocked by the objection of any member. On the second time, if there are three objections, the bill is stricken from the Consent Calendar; if less than three members object, the bill is given immediate consideration.

Continuing Appropriations—When a fiscal year begins and Congress has not yet enacted all the regular appropriation bills for that year, it passes a joint resolution "continuing appropriations" for government agencies at rates generally based on their previous year's appropriations.

Dilatory Motion—A motion, usually made upon a technical point, for the purpose of killing time and preventing

action on a bill. The rules outlaw dilatory motions, but enforcement is largely within the discretion of the presiding officer.

Discharge a Committee—Relieve a committee from jurisdiction over a measure before it. This is rarely a successful procedure, attempted more often in the House than in the Senate.

In the House, if a committee does not report a bill within 30 days after the bill was referred to it, any member may file a discharge motion. This motion, treated as a petition, needs the signatures of 218 members (a majority of the House). After the required signatures have been obtained, there is a delay of seven days. Then, on the second and fourth Monday of each month, except during the last six days of a session, any member who has signed the petition may be recognized to move that the committee be discharged. Debate on the motion to discharge is limited to 20 minutes, and, if the motion is carried, consideration of the bill becomes a matter of high privilege.

If a resolution to consider a bill (See **Rule**) is held up in the Rules Committee for more than seven legislative days, any member may enter a motion to discharge the committee. The motion is handled like any other discharge petition in the House.

Occasionally, to expedite noncontroversial legislative business, a committee is discharged upon unanimous consent of the House, and a petition is not required. (For Senate procedure, See **Discharge Motion**.)

Discharge Calendar—The House calendar to which motions to discharge committees are referred when they have the necessary 218 signatures and are awaiting action.

Discharge Motion—In the Senate, a special motion any senator may introduce to relieve a committee from consideration of a bill before it. The motion can be called up for approval or disapproval in the same manner as other matters of Senate business.

Division or Standing Vote—A non-record vote used in both the House and Senate. A division vote, also called a standing vote, is taken as follows: members in favor of a proposal stand and are counted by the presiding officer; then members opposed stand and are counted. There is no record of how individual members voted.

Enacting Clause—Key phrase in bills saying, "Be it enacted by the Senate and House of Representatives. . . ." A successful motion to strike it from legislation kills the measure.

Engrossed Bill—The final copy of a bill as passed by one chamber, with the text as amended by floor action and certified to by the clerk of the House or the secretary of the Senate.

Enrolled Bill—The final copy of a bill which has been passed in identical form by both chambers. It is certified to by an officer of the house of origin (House clerk or Senate secretary) and then sent on for signatures of the House Speaker, the Senate president, and U.S. president. An enrolled bill is printed on parchment.

Filibuster—A time-delaying tactic used by a minority in an effort to prevent a vote on a bill which probably would pass if brought to a vote. The most common method is to take advantage of the Senate's rules permitting unlimited debate, but other forms of parliamentary maneuvering may be used. The stricter rules in the House make filibusters more difficult, but they are attempted from time to time through devices such as repeated demands for quorum calls.

Floor Manager—A member, usually representing sponsors of a bill, who attempts to steer it through debate and revision to a final vote in the chamber. Floor managers are frequently chairmen or ranking members of the committee that reported the bill. Managers are responsible for apportioning the time granted supporters of the bill for debating it. The ranking minority member of the reporting committee often apportions time for the opposition.

Germane—Pertaining to the subject matter of the measure at hand. All House amendments must be germane to the bill. The Senate requires that amendments be germane only when they are proposed to general appropriation bills, bills being considered under cloture, or often when proceeding under a unanimous a consent agreement to limit debate.

Hearings—Committee sessions for hearing witnesses. At hearings on legislation, witnesses usually include specialists, government officials and spokespersons for those affected by the bills under study. Hearings related to special investigations bring forth a variety of witnesses. Committees sometimes use their subpoena power to summon reluctant witnesses. The public and press may attend "open" hearings, but are barred from "closed" or "executive" hearings.

Hopper—Box on House clerk's desk where bills are deposited when they are introduced.

House Calendar—Listing for action by the House of Representatives of public bills which do not directly or indirectly appropriate money or raise revenue.

Joint Committee—A committee usually created by law composed of a specified number of members of both House and Senate. Usually a joint committee is investigative in nature. There are a few standing joint committees, such as the Joint Economic Committee or Joint Taxation Committee.

Joint Resolution—A joint resolution, designated H J Res or S J Res, requires the approval of both houses and the signature

of the president, just as a bill does, and has the force of law if approved. There is no significant difference between a bill and a joint resolution. The latter is generally used in dealing with limited matters, such as a single appropriation for a specific purpose.

Joint resolutions also are used to propose amendments to the Constitution. These do not require presidential signatures, but become a part of the Constitution when three-fourths of the states have ratified them.

Journal—The official record of the proceedings of the House and Senate. The Journal records the actions taken in each chamber, but unlike the **Congressional Record**, it does not include the verbatim report of speeches, debate, etc.

Law—An act of Congress which has been signed by the president, or passed over his veto by the Congress. Laws are listed numerically by Congress; for example, the Civil Rights Act of 1964 (HR 7152) became Public Law 88-352 during the 88th Congress.

Legislative Day—The "day" extending from the time either house meets after an adjournment until the time it next adjourns. Because the House normally adjourns from day to day, legislative days and calendar days usually coincide. But in the Senate, a legislative day may, and frequently does, extend over several calendar days. (See **Recess**)

Majority Leader—Chief strategist and floor spokesman for the party in nominal control in either chamber. He is elected by his party colleagues and is virtually program director for his chamber, since he usually speaks for its majority.

Majority Whip—In effect, the assistant majority leader in the House or Senate. His job is to help marshal majority forces in support of party strategy.

Marking Up a Bill—Going through a measure, usually in committee, taking it section by section, revising language, penciling in new phrases, etc. If the bill is extensively revised, the new version may be introduced as a separate bill, with a new number. (See **Clean Bill**)

Minority Leader—Floor leader for the minority party.

Minority Whip—Performs duties of whip for the minority party, particularly keeping party members informed of floor business and insuring their presence on the floor to support party positions.

Morning Hour—The time set aside at the beginning of each legislative day in the Senate for the consideration of regular routine business. In the Senate it is the first two hours of a session following an adjournment, as distinguished from a recess. The morning hour can be terminated earlier if the morning business has been completed. This business includes

such matters as messages from the president, communications from the heads of departments, messages from the House, the presentation of petitions and memorials, reports of standing and select committees, and the introduction of bills and resolutions.

During the first hour of the morning hour in the Senate, no motion to proceed to the consideration of any bill on the calendar is in order except by unanimous consent. During the second hour, motions can be made but must be decided without debate. Senate committees may meet while the Senate is in the morning hour.

Motion—Request by a member of Congress for any one of a wide array of parliamentary actions. He "moves" for a certain procedure, or the consideration of a measure or a vote, etc. The precedence of motions, and whether they are debatable, is set forth in the House and Senate Manuals.

One Minute Speeches—Addresses by House members at the beginning of a legislative day. The speeches may cover any subject, but are limited strictly to one minute's duration.

Override a Veto—If the president disapproves a bill and sends it back to Congress with his objections, Congress may override his veto by a two-thirds vote in each chamber. The Constitution requires a yeas-and-nays roll call. The question put to each house is: "Shall the bill pass, the objections of the president to contrary notwithstanding?" (See **Veto**)

Pair—A "gentlemen's agreement" between two lawmakers on opposite sides to withhold their votes on roll calls so their absence from Congress will not affect the outcome of record voting. If passage of the measure requires a two-thirds majority, a pair would require two members favoring the action to one opposed to it.

Point of Order—An objection raised by a member that the chamber is departing from rules governing its conduct of business. The objector cites the rule violated, the chair sustaining his objection if correctly made. Order is restored by the chair's suspending proceedings of the chamber until it conforms to the prescribed "order of business." Members sometimes raise a "point of no order" when there is noise and disorderly conduct in the chamber.

President of the Senate—Presiding officer of the Senate, normally the vice president of the United States. In his absence, a president pro tempore (president for the time being) may preside or other senators may occupy the chair.

President pro tempore—The chief officer of the Senate in the absence of the vice president. He is elected by his fellow senators. The recent practice has been to elect to the office the senator of the majority party with longest continuous service.

Previous Question—A motion for the previous question.

when carried, has the effect of cutting off all debate and forcing a vote on the subject originally at hand. The previous question is sometimes moved in order to prevent amendments. The motion for the previous question is a debate-limiting device and is not in order for the Senate.

Private Calendar—Private House bills dealing with individual matters such as claims against the government, immigration, land title, etc., are put on this calendar. The Private Calendar can be called on the first and third Tuesdays of each month.

Privilege—Privilege relates to the rights of congressmen and to the relative priority of the motions and actions they may make in their respective chambers. The two are distinct. "Privileged questions" concern legislative business. "Questions of privilege" concern legislators themselves.

Privileged Questions—The order in which bills, motions and other legislative measures may be considered by Congress is governed by strict priorities. A motion to table, for instance, is more privileged than a motion to recommit. Thus, a motion to recommit can be superseded by a motion to table, and a vote would be forced on the latter motion only. A motion to adjourn, however, would take precedence over this one, and is thus considered of the "highest privilege."

Pro Forma Amendment—(See **Strike Out the Last Word**.)

Questions of Privilege—These are matters affecting members of Congress individually or collectively.

Questions affecting the rights, safety, dignity and integrity of proceedings of the House or Senate as a whole are questions of privilege of the House or Senate, as the case may be.

Members of Congress singly involve questions of "personal privilege." A member's rising to a question of personal privilege is given precedence over almost all other proceedings. An annotation in the House rules points out that the privilege of the member rests primarily on the Constitution, which gives each member a conditional immunity from arrest and an unconditional freedom to speak in the House.

Quorum—The number of members whose presence is necessary for the transaction of business. In the Senate and House, it is a majority of the membership (when there are no vacancies, this is 51 in the Senate and 218 in the House). A quorum is 100 in the Committee of the Whole House.

Readings of Bills—Traditional parliamentary law required bills to be read three times before they were passed. This custom is of little modern significance except in rare instances. Normally the bill is considered to have its first reading when it is introduced and printed, by title, in the **Congressional Record**. Its second reading comes when floor consideration

begins. (This is the most likely point at which there is an actual reading of the bill, if there is any.) The third reading (usually by title) takes place when action has been completed on amendments.

Recess—Distinguished from adjournment in that recess does not end a legislative day and therefore does not interfere with unfinished business. The rules in each house set forth certain matters to be taken up and disposed of at the beginning of each legislative day. The House, which operates under much stricter rules than the Senate, usually adjourns from day to day. The Senate often recesses.

Recommit to Committee—A simple motion, made on the floor after deliberation on a bill, to return it to the committee which reported it. If approved, recommitment usually is considered a death blow to the bill. In the House a motion to recommit can be made only by a member opposed to the bill, and in recognizing a member to make the motion, the Speaker gives the minority party preference over the majority.

A motion to recommit may include instructions to the committee to report the bill again with specific amendments or by a certain date. Or the instructions may be to make a particular study, with no definite deadline for final action.

Reconsider a Vote—A motion to reconsider the vote by which an action was taken has, until it is disposed of, the effect of suspending the action. In the Senate the motion can be made only by a member who voted on the prevailing side of the original question, or by a member who did not vote at all. In the House it can be made only by a member on the prevailing side. A common practice after close votes in the House and Senate is a motion to reconsider, followed by a motion to table the motion to reconsider. On this motion to table, members vote as they voted on the original question, to enable the motion to table to prevail. The matter is then finally closed and further motions to reconsider are not entertained.

Report—Both a verb and noun, as a congressional term. A committee which has been examining a bill referred to it by the parent chamber "reports" its finding and recommendations to the chamber when the committee returns the measure. The process is called "reporting" a bill.

A "report" is the document setting forth the committee's explanation of its action. House and Senate reports are numbered separately and are designated S Rept or H Rept. Conference reports are numbered and designated in the same way as committee reports.

Resolution—A simple resolution, designated H Res or S Res, deals with matters entirely within the prerogatives of one house or the other. It requires neither passage by the other chamber nor approval by the president, and does not have

the force of law. Most resolutions deal with the rules of one house. They also are used to express the sentiments of a single house, as condolences to the family of deceased member, or to give "advice" on foreign policy or other executive business. (See also **Concurrent and Joint Resolutions**.)

Rider—A provision, usually not germane, tacked on to a bill which its sponsor hopes to get through more easily by including in other legislation. Riders become law if the bills embodying them do. Riders providing for legislation in appropriations bills are outstanding examples, though technically they are banned.

Rule—The term has two specific congressional meanings. A rule may be a standing order governing the conduct of House or Senate business and listed in the chamber's book of rules. The rules deal with duties of officers, order of business, admission to the floor, voting procedures, etc.

In the House, a rule also may be a decision made by its Rules Committee about the handling of a particular bill on the floor. If the rule is adopted by the House, the temporary rule becomes as valid as any standing rule, and lapses only after action has been completed on the measure to which it pertains.

Secretary of the Senate—Chief administrative officer of the Senate, responsible for direction of duties of Senate employees, education of pages, administration of oaths, receipt of registration of lobbyists and other activities necessary for the continuing operation of the Senate.

Select or Special Committee—A committee set for a special purpose and a limited time by resolution of either House or Senate. Most special committees are investigative in nature.

Senatorial Courtesy—Sometimes referred to as "the courtesy of the Senate," it is a general practice without written rule applied to consideration of executive nominations. In practice, generally it means nominations from a state are not to be confirmed unless they have been approved by the senators of the president's party of the state, with other senators following their lead in the attitude they take toward such nominations.

Speaker—The presiding officer of the House of Representatives, elected by its members.

Special Session—A session of Congress after it has adjourned *sine die*, completing its regular session. Special sessions are convened by the president of the United States under his constitutional powers.

Standing Committee—A panel permanently provided for

by House or Senate rules, which broadly defines its respective jurisdiction.

Standing Vote—(See **Division Vote**.)

Statutes-at-Large—A chronological arrangement of the laws enacted in each session of Congress. Though indexed, the laws are not arranged by subject matter nor is there an indication of how they affect previous law. (See **U.S. Code**.)

Strike Out the Last Word—A move whereby House members are entitled to speak for a fixed time on a measure then being debated by the chamber. A member gains recognition from the chair by moving to strike out the last word of the amendment or section of the bill then under consideration. The motion is *pro forma* and customarily requires no vote.

Substitute—A motion, an amendment, or an entire bill introduced in place of pending business. Passage of a substitute measure kills the original measure by supplanting it. A substitute may be amended.

Supplemental Appropriations—Normally are passed after the regular appropriation to meet unanticipated expenses.

Suspend the Rules—Often a timesaving procedure for passing bills in the House. The wording of the motion, which may be made by any member recognized by the Speaker, is, "I move to suspend the rules and pass the bill. . . ." A favorable vote by two-thirds of those present is required for passage. Debate is limited to 40 minutes and no amendments from the floor are permitted. If a two-thirds favorable vote is not attained, the bill may be considered later under regular procedures.

Table a Bill—The motion to "lay on the table" is not debatable in either house, and is usually a method of making a final, adverse disposition of a matter.

Teller Vote—In the House, members file past tellers and counted as "for" or "against," but they are not recorded individually. The teller vote is not used in the Senate. In the House, the Legislative Reorganization Act of 1970 provided for recorded teller votes in Committee of the Whole.

Unanimous Consent Agreement—A Senate accord agreed to by members on the floor. Formulated by party leaders and other senators, it regulates when important bills will be taken up and limits debate on amendments, debatable motions or appeals, points of order, and final passage. Also called a "time-limitation" agreement.

Union Calendar—Bills which directly or indirectly appropriate money or raise revenue are placed on this House calendar according to the date reported from committee.

U.S. Code—A consolidation and codification of the general

and permanent laws of the United States arranged by subject matter under 50 titles, the first six dealing with general or political subjects, and the other 44 alphabetically arranged from agriculture to war and national defense. The Code is now revised every six years and a supplement is published after each session of Congress.

Veto—Disapproval by the president of a bill or joint resolution, other than one proposing an amendment to the Constitution. When Congress is in session, the president must veto a bill within 10 days, excluding Sundays, after he has received it; otherwise, it becomes law with or without his signature. When the president vetoes a bill, he returns it to the house of its origin with a message stating his objections. The veto then becomes a question of high privilege. (See **Override a Veto**.)

Voice Vote—In either House or Senate, members answer "aye" or "no" in chorus and the presiding officer decides the result. The term also is used loosely to indicate action by unanimous consent or without objection.

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